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ABSTRACT

Findings from a study of Georgia's 16 adult penal institutions indicate that the State's prison system is plagued by many problems. For example, inadequate funds are allocated to maintain facilities and services for its prisoners. As a result, many of the prisons are antiquated, overcrowded and understaffed. In addition, minorities are not hired proportionate to their numbers in the State's population. Discriminatory racial patterns are also found with regard to minority prisoners in prison work assignments, educational and vocational opportunities, and in the overall treatment of inmates. In order to rectify some of these problems, it is suggested that the State legislature and the Board of Corrections take action to recruit more black employees' provide more opportunities for inmates to learn marketable skills, and to expand academic training for prisoners. (Author/EB)

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GEORGIA PRISONS

A report prepared by the Georgia Advisory Committee to the U.S. Commission on Civil Rights

February 1976

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GEORGIA ADVISORY COMMITTEE TO THE
U.S. COMMISSION ON CIVIL RIGHTS
February 1976

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Sirs and Madam:

The Georgia Advisory Committee submits this report of its study of conditions in Georgia's adult penal institutions as part of its responsibility to advise the Commission on relevant civil rights problems within this State.

During our investigation, we examined racial patterns in prison work assignments, educational and vocational opportunities, and overall treatment of inmates.

The Advisory Committee believes that although the more recent administrations have been progressive, the prison system suffers from inadequate funds to maintain facilities and services for its prisoners. Many of the prisons are antiquated, overcrowded, and understaffed. Minorities are not hired proportionate to their numbers in the State's population since the prisons are located in rural, predominantly white areas. As of July 1975 there were only 213 black persons on the staff, while there were 6,080 black inmates out of a total prison population of 10 109. White persons on the staff numbered 1,847.

The Advisory Committee makes these recommendations to the State legislature and to the Board of Corrections: active recruitment of more black employees, provision of opportunities for inmates to learn marketable skills or trades, expansion of work release programs, and provision of academic training.

We urge you to concur with our recommendations and to assist this Advisory Committee in followup activities.

Respectfully,

/s/

Edward E. Elson
Chairman

ACKNOWLEDGMENTS

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Final edit and review was conducted in the Commission's Office of Field Operations, Washington, D.C., by editors Laura Chin and Bonnie Mathews, assisted by Audree Holton. Preparation of all State Advisory Committee reports is supervised by Isaiah T. Creswell, Jr., Assistant Staff Director for Field Operations.

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INTRODUCTION

In the spring of 1972, the Georgia Advisory Committee to the U.S. Commission on Civil Rights elected to participate in the Commission's national study of correctional institutions. Over the next 2 years, the Advisory Committee and the staff of the Southern Regional Office (SRO) of the Commission conducted a study of Georgia's 16 adult penal institutions. As they examined racial patterns in prison and work assignments, educational and vocational opportunities, and overall treatment of inmates in the State's adult penal institutions, the investigating teams found the State's prison system to be plagued by many problems: some internal; some external. The legislature allocates insufficient funds for proper facility maintenance. As a result, many of the prisons are antiquated, overcrowded, and understaffed. Inadequate wages paid to correctional officers make it difficult to attract and retain qualified personnel. In addition, most of the institutions are located in predominantly white, isolated, and rural sections of the State which make seeking and accepting employment at any of the facilities difficult

for blacks. Only two State prisons are in or near major cities--from which most of the offenders come. Limited funds from the Department of Offender Rehabilitation are channelled into instructional programs, medical, dental, or psychological services; the cost of security absorbs most of the budget. Rehabilitation programs serve only a limited number of inmates as indicated by the high rate of recidivism: 60 to 70 percent of the people released from Georgia penal institutions return, often for more serious offenses than those for which they first served time.

In preparing this report on Georgia's penal system, Advisory Committee members and the Commission's SRO staff gathered background material and official data, visited the 16 adult facilities, and interviewed inmates, prison administrators and personnel, and penologists. As part of the correctional system study, the Advisory Committee held an informal hearing in Atlanta, November 16-17, 1973, during which information was presented by medical, legal, and media experts; State legislators; representatives from State agencies and private prisoner organizations; prison officials and personnel; and former inmates. Because of legal action then pending

against the Board of Offender Rehabilitation, prison officials would not permit inmates to appear and present information at the informal hearing. This report is based upon information presented at the informal hearing and on the extensive field work done by the Georgia Advisory Committee and the Commission's Southern Regional Office staff.

DEMOGRAPHY

Georgia, encompassing 58,876 square miles of the Coastal Plain region, ranks 21st in land area compared to the other States in the Nation.[1] According to a survey conducted by the Georgia Chamber of Commerce, the State showed its most significant population gain between 1960 and 1970. The reported 1970 population, 4,589,575, represented an increase of 16.4 percent over the 1960 census.[2] Of the total population, 1,187,149, or approximately 25 percent, are black.

Half of all Georgians lived in urban areas in 1970. Of the black Georgians, 66 percent are in urban areas--256,000, or one-fifth, are concentrated in Atlanta.

Of the 10,111 inmates in State institutions as of August 1974, 6,074, or 60 percent, were black. There were 4,029 white inmates and 8 Native Americans.[3] Of the male prisoner population

1. Georgia Statistical Abstract, 1972, prepared for the Georgia Department of Industry and Trade by the Division of Research, College of Business Administration, University of Georgia, Athens, p. 122.

2. Georgia Chamber of Commerce, 1974 Industrial Survey of Georgia, p. 16 (Based on 1970 Census).

3. Georgia Department of Offender Rehabilitation, Annual Report 1974 (Report is not paginated and is hereafter referred to as Annual Report, 1974).

of 9,733, 60 percent, or 5,830, were black. Black men in the State account for only 25 percent of the Georgia male population. Of the 373 women in custody, 244, or 65 percent, were black. Black women in the State account for only 27 percent of the Georgia female population.

Prisoner Profile

The average number of school years completed by all Georgians is 11.0; the average for blacks is 9.0, which is also the average for the total prison population. Department of Offender Rehabilitation tests of inmates received since 1971 indicate that the grade level at which the average prisoner functions is 5.8.[4]

Of the 8,236 inmates in custody during fiscal year 1972, 2,410 had no skills. Of those with skills, the greatest numbers were in blue-collar occupations: 571 truck drivers, 263 heavy equipment operators, 254 cooks, 238 carpenters, 227 brickmasons, and 220 construction workers.[5]

4. Annual Report, 1974.

5. Georgia Department of Offender Rehabilitation, Annual Report, 1971-72 (report not paginated).

BACKGROUND

General William Sherman's army left in the wake of its 1864 destructive march through Georgia an almost totally demolished State penitentiary. Faced with extensive rebuilding of the 1817 structure, a paucity of funds, and a public clamor to give priority to repairing the torn State, the Georgia General Assembly opted to "farm out" State prisoners. In 1886 the convict lease system was born: inmates were leased to private contractors to mine coal, operate lumber mills, make bricks, farm, construct railroads, and do other public works jobs. The concept was simple and irresistable. It would show a profit rather than a loss to the State while punishing those who had committed crimes against society.

Beginning of Road Gangs

Social reformers brought pressure on the State, and in 1897 the General Assembly created the Georgia Prison Commission, instructing it to build prison farms where females, boys under 15 years of age, and men who were too old or sick to work could be kept. The State continued the convict

lease system. Not until a special subcommittee of the General Assembly documented widespread graft and cruelty did the Assembly finally move.[6] In an extraordinary session in 1908 it ordered that thenceforth all State prisoners were to be maintained on State prison farms or assigned to county road gangs--thus ending the convict lease system but laying the groundwork for another form of slave labor--this time to the State instead of private enterprise.

Nearly a century after its inception, the remnants of both forms of leasing were still in evidence in the prisoner road labor provided by the State to the counties. By order of the General Assembly, men assigned to State prison farms and county road labor camps were to wear heavy manacles and be shackled to one another to prevent escape.

The Nation became aware of the way Georgia prisoners were abused through the media in the early 1930s. An autobiography, I Was a Fugitive From a Chain Gang, and the motion picture based on it made the cruel and inhuman system well known.

Public outrage brought an end to the chain gangs in the

6. Georgia Department of Archives and History, Records of the Prison Commission, 1817-1936 (Atlanta, Ga., 1969), p. 4.

late 1930s, but not to State-furnished prisoner road labor.

Current Organization

During the next four decades the State penal system went through several reorganizations. The last was in 1972 under the State government reorganization plan of Governor Jimmy Carter. A constitutional referendum abolishing the Board of Corrections failed to pass; the General Assembly authorized establishment of the Department of Offender Rehabilitation. Currently, the Board of Corrections and the Board of Offender Rehabilitation meet together. The five members of the Board of Corrections act on policy matters pertaining to the prison system, while the nine-member Board of Offender Rehabilitation (five of whom make up the Board of Corrections) act on matters affecting the community-based services (CBS) division.

The two blacks who serve on the boards are men. Rev. Eugene Tillman (a member of the Georgia Advisory Committee) serves on the Board of Offender Rehabilitation and John W. Cox serves on the Board of Corrections.

A. Burton Lee, who was appointed by former Governor Jimmy Carter, is chairperson of both the Board of Offender

Rehabilitation and the Board of Corrections. At the informal hearing, Mr. Lee told the Georgia Advisory Committee that "when you take away a man's freedom, you have punished him. . . . Your job is to then try to afford that man an opportunity to improve himself. . . . Prison should be a treatment situation."[7]

Dr. Allen Ault, the current commissioner, has seven deputies--all male; only one, Dr. Thomas Miller Jenkins, deputy commissioner for region II, is black.

All but one of the divisions in the central office are directed by men. Information and communications is directed by Sara Passmore, a white woman.

All wardens and superintendents are white men. E. Laverne Ford, the black woman who was warden of the women's prison at the time of the informal hearing, was later made administrator for a women's work release center in Atlanta.

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7. Informal Hearing on Civil and Human Rights of Adult Inmates, held by the Georgia Advisory Committee to the U.S. Commission on Civil Rights, Atlanta, Ga., Nov. 16-17, 1973, Transcript, Vol. I, p. 33. Volume and page numbers in parentheses in the body of the report will hereafter indicate references to the transcript of the Georgia Advisory Committee Informal Hearing.

Commissioner Ault has filled the women's prison warden slot with a "strong administrator--someone the staff will be cooperative with,"i.e., a white male.

STAFFING

In Georgia a high school diploma is the basic educational requirement for entry-level correctional officer. According to the Bureau of the Census, more than 120,000 black people in the State would meet that requirement.[8]

Ellis MacDougall, who was commissioner at the time of the 1973 informal hearing, told the Advisory Committee of efforts to hire more black correctional officers. He said he had persuaded the State Merit System, which governs all State employment, to waive tests required for employment and replace them with Department of Offender Rehabilitation's evaluation of each person's qualifications.

He explained that the effort had not been successful in attracting black employees because prisons are located in rural areas where few blacks wish to live. (Transcript, Vol. II, pp. 78-79.)

State Representative J. E. ("Bill") McKinney, a member of the Black Caucus in the Georgia House of Representatives, was asked to address the Advisory Committee regarding the

8. U.S., Department of Commerce, Bureau of the Census, Census of Population: 1970, Detailed Characteristics, PC(1)-D12 Georgia, Table 48.

employment policies of the Department of Offender Rehabilitation. Charging that Mr. MacDougall had indicated difficulty in finding "qualified blacks," Mr. McKinney said:

> I did hear on the radio today that Ellis MacDougall said that he couldn't find blac people, and it is my contention that in February of this year we (the Black Caucus) confronted the Governor and demanded an affirmative action program. . . . To this date only one department head, and that is the Department of Human Resources, has even on paper said that they were in favor of an affirmative action program.
>
> I want the record to reflect my disgust with the Department of Offender Rehabilitation in that they have not done what they could to hire black people. And I was infuriated when I heard on the radio that he [MacDougall] said, 'You can't find any black people to hire.' . . .If you have a white man that wants to be a correctional officer, the black man wants to be, as long as the money is the same. (Transcript, Vol. V, pp. 56-58.)

The Department of Offender Rehabilitation initiated an affirmative action program in February 1974. At that time, the department employed 149 blacks in a total work force of more than 2,000. Of the 149, 80 were assigned to State prisons either as counselors or correctional officers, and 20 were on the administrative staff. Even though there are more than 60 percent black men and 65 percent black women in Georgia's prisons, only 16 percent of the correctional officers and counselors are black.

At the open meeting, Mr. MacDougall described what he considered to be another administrative reform: filling vacancies at the top by means of "ladder promotion" of present staff members. (Transcript, Vol. II, pp. 104-105.) At that time the correctional system had only one black, a female warden. She served at the Rehabilitation Center for Women. In August 1975 all wardens and superintendents were white males.

PRISON PROFILES

Georgia State Prison (Reidsville)

Of the 16 institutions, Georgia State Prison is the largest in the State. Called "Reidsville," it is isolated on 9,000 acres in rural southeast Georgia, far from Atlanta, the major city in the area. A maximum security facility opened in 1936, Reidsville was designed to house 2,200 persons. As of July 31, 1975, there were 2,900 inmates, of whom 60 percent were black. According to Commissioner Allen Ault, "Reidsville is worse than Attica when it erupted."[9]

The housing is a combination of part dormitories, part cells. There are 877 individual cells, and the dormitories each house between 45 and 75 men. The classification committee, composed of two counselors, the assistant warden for treatment, and the security captain, makes the housing assignments. The institution provides a bed, a mattress, sheet, pillow, pillowcase, and blankets. Inmates may have personal radios with earphones. Men are locked in at 11 p.m. and remain secured until 5:00 a.m. Correctional officers control the light and heat in the institution. There is no privacy. The average "living area"

9. Commissioner Allen Ault, Department of Offender Rehabilitation, interview in Atlanta, Ga., July 31, 1975.

is about 40 square feet per inmate, but in some areas it is as little as 16 square feet.

Inmates at Reidsville operate a furniture plant, screen process print shop, woodworking shop, and upholstery shop, all of which serve State governmental needs. There is also the "tag plant" where all State license plates are manufactured. Forty-five hundred of the 9,000 acres are cultivated. The prison has dairy cattle, chickens, 5,000 hogs, and 2,500 beef cattle.

Although a Federal court ordered all Georgia penal institutions integrated by January 1969, Reidsville remained segregated until July 1974. Reportedly the desegregation was instituted only then because several inmates filed a pro se complaint in Federal District Court to challenge discriminatory treatment by prison officials.[10] The case, Guthrie v. MacDougall, was filed in October 1972. On December 2, 1974, at a hearing before Judge Anthony Alaimo, a decision was made to resume litigation. Currently, preparations are being made for trial.

10. Guthrie v. MacDougall, CA No. 3681 (Oct. 26, 1972).

Reidsville provides diagnostic counseling service only for inmates who are 20 years and older and who are serving sentences of 20 or more years. The diagnostic staff consists of two counselors and three staff members who maintain records and transcribe data.

In 1973 seven certified teachers acted as instructors for 167 inmates enrolled in Reidsville's training program. In 1974, 39 inmates received general education diplomas.

Vocational training programs available at Reidsville include courses in automotive mechanics, auto body and fender repair, brick masonry, small engine repair, and drafting.

Correctional industries (which provide a source of income for the prison system from the work of inmates) include: the garment and mattress factories, print shop, license tag plant, chemical plant, metal furniture and upholstery shops, and beef, pork, dairy, and poultry production. At the end of fiscal year 1974, 283 inmates were employed in prison industries.

Georgia Industrial Institute (Alto)

The Georgia Industrial Institute, outside Alto in rural

northeast Georgia, is for young adult offenders. Alto, a medium security facility which incarcerates misdemeanants as well as felons, has few inmates over 19 years old. This institution was opened in 1946 and was designed to accommodate 1,000 persons.

There are 15 dormitories which house about 550 men, 32 four-man rooms, and 252 individual cells which are used for isolation, disciplinary segregation, and administrative segregation.

The classification committee makes dormitory assignments. Persons serving on the classification committee are: major; chief counselor; vocation rehabilitation counselor; school representative; and an appropriate person from a given department, e.g., work release director. If an inmate feels that his life is in danger, he may request a different housing assignment. Those requests are honored, according to Superintendent David E. England.

Light and heat are controlled by the guard on duty. Lights are out during the week at 11:00 p.m. On weekends, lights are turned out after the late television show.

Alto, like Reidsville, is like any small city. It has its

own power plant, water system, and a fire station where inmates learn a skill which can be used elsewhere.

Diagnostic and classification evaluations of the inmates are made through the vocational rehabilitation program conducted by the Georgia Department of Human Resources.

A limited work release program affords small numbers of inmates opportunities to work in local textile factories, in garages as auto mechanics, and as apprentices in the local refrigerator and appliance company.

In addition to doing institutional maintenance, inmates work in the garment shop, laundry, kitchen, hospital, water-sewer plant, farm, yards, school, inmate store, and fire-house. They are not paid for their labor. An average of about 40 inmates are on such work release assignments as cabinetmaking, chicken farming, and textile mill jobs throughout the year.

Georgia Diagnostic and Classification Center

The Georgia Diagnostic and Classification Center, located on 900 acres outside Jackson, is a maximum security facility

completed in 1970 at a cost of $11 million. Its design capacity is 800. Almost all male felons are first sent to the Diagnostic Center where the evaluation and classification process takes about 8 weeks.

A 125-man maintenance crew of inmates is permanently assigned to the institution. Newly-admitted prisoners undergo physical, psychological, and educational testing before being assigned to other institutions. In addition to the transient population, the center houses a permanent inmate population. Dr. Herbert Eber, who designed the psychological diagnostic system now used in Georgia, described it to the Advisory Committee: "Any kind of classification that is consistently done inevitably will lead to some kind of treatment. Whether that treatment is judicious and well-advised or not is not guaranteed by the classification." (Transcript, Vol. V, p. 6.) He added that experience had shown that:

> . . .differentials in treatment of prisoners inevitably follow any kind of classification that once gets put down on paper. . . . Humans have a right to have decisions about them made by other human beings, not by computers. But when computer programs produce a report based on what the inmate has said about himself that says this is a man who can manage to live under average security arrangements, then if the human judge decides. . . 'I want to lock this guy up in

> maximum security,' he finds himself needing to document why he made that decision. (Transcript, Vol. V, p. 6.)

Asked whether the tests were culturally biased, he responded, "There are no culturally free tests of any kind, nor will there ever be until such day as the issues no longer make a difference. At which point we can stop testing altogether." (Transcript, Vol. V, p. 12.) The Georgia system uses the culture fair intelligence test (which Dr. Eber suggested might more accurately be called "the relatively most culture fair test that anyone has yet to build on a large scale"), the wide range achievement test to measure ability, and the sixteen personality factors test to identify behavior patterns and psychopathology. (Transcript, Vol. V, p. 13.)

Georgia Rehabilitation Center for Women

In Hardwick, Georgia, on the grounds of Central State Hospital (one of the world's largest mental institutions) is the State's only women's prison--the Georgia Rehabilitation Center for Women. Inmates arrive from county jails throughout the State. They do not receive routine physical examinations and testing as do the men admitted to the Diagnostic Center or to Alto. The building, when first used as a prison by

the Department of Corrections, was already old and no longer in use by the mental institution. It was refurbished and used to house 350 women prisoners in 1957. This building was condemned and the women were moved in March 1973 into another old, inadequate structure which had been renovated by male prisoners to make it fit for habitation by the women. It too belongs to Central State Hospital.

There are four dormitories and four dayrooms. Housing assignments are made by the supervising correctional officer. The institution provides: toothpaste, toothbrush, soap, sanitary napkins (tampons must be purchased), bed, mattress, pillow, pillowcase, sheets, blankets, underclothing, sleepwear, and uniforms. The inmates may use their personal sleepwear, underclothing, jewelry (at their own risk), shoes, and cosmetics (not in glass or aerosol containers). They may have games, photographs (of family members only), two wigs (maximum), a short winter coat, cardigan sweaters, and hair rollers.

At the time of the investigative team's visit, 200 of the 345 inmates were assigned work duties--50 worked in the kitchen of the State mental hospital and others worked as nurses' aides and clerical and physical therapy assistants; 60 women

were in vocational rehabilitation, and the rest had no work assignments. Inmates do not receive pay for their work but the prison receives food and lodging from the State mental facility in exchange for the women's labor. The 10 women on work release are paid regular salaries but reimburse the department for their room and board. Those in vocational rehabilitation receive nominal sums.

The classification committee, composed of the assistant superintendent, the two counselors, the educational director, the vocational rehabilitation counselor, and one representative of the security staff, makes the work assignments. Women can make requests for work assignments but the granting of the request depends on the classification and qualification of the inmate.

Other women in State custody are assigned to Fulton County Correctional Institution or to Central State Hospital's section for the criminally insane, or serve as maids at the Governor's mansion. The four women prisoners who work as maids live at the work release center in Atlanta. They are called upon to serve the Governor's dinner parties and receive no compensation.

Of the total female inmate population, more than 65 percent

are black and most are under 30 years old.

All inmates at the women's prison, according to then Warden E. Laverne Ford, must first work in the kitchen or laundry at Central State Hospital. The prison has a contractual agreement stipulating that the hospital is to provide food for the prison in exchange for the inmates' labor. After a period, inmates are rotated from laundry-kitchen details to less strenuous work. The women receive no financial compensation for their labor.

Walker Correctional Institution

Walker Correctional Institution, which opened in August 1972, represents a newer kind of institution designed especially for young offenders who, department officials believe, might profit best from rehabilitative programs. The facility's circular structure makes it easy to secure and creates an open environment for inmates by providing more windows than the conventional prison structure. Walker is in the extreme northwestern corner of the State, an area traditionally hostile to blacks.

The men live in dormitories which can accommodate 220 people. Walker is one of two institutions in Georgia that have a

unique architectural design intended to facilitate security. The dormitory area as well as the multipurpose room are all on one level and are in circular shaped rooms. Closed circuit television monitors all parts of the institution and audio tapes can be used to record activity in the various parts of the institution.

Housing assignments are made by the deputy superintendent in accordance with work details. Men on work release are assigned with other people in work release. However, as the institution receives a larger number of inmates, the prevailing basis will be bed availability. The deputy superintendent indicated that they would have to start double-bunking the men. The institution provides: a bunk, a locker, a headboard, a mattress, sheets, one pillow, pillowcase, and two blankets. There is a television in each dormitory and two tables. Inmates on work release live in a few mobile units that are on the grounds.

After dinner, there is an "open house" time until 10:00 o'clock each night, and men can watch television, read, or fraternize. The men are then secured in their dormitories until 8:00 a.m. The men have plenty of time for free

activity, according to the staff at the institution.

The heating facility operates automatically. Toilets can be flushed by the inmates. Like the other penal institutions in Georgia, there are no doors for privacy for the inmates.

Walker has an inmate advisor program with a 16-member staff, including a superintendent, an assistant, and 14 advisors, each of whom carries a caseload of 10 inmates. The recommendations made by this advisory group to the classification committee have considerable impact on the inmates' futures. Counseling services are provided by the chaplain.

The institution has facilities for watching television, indoor team sports, lifting weights, and hobby crafts. Men are assigned to work details according to the needs of the institution. After 90 days, however, an inmate can "buy" a job, provided he has earned enough points. There are salaries or a pay rate for people in the institution. There are low level jobs, on-the-job training, and journeyman positions. Men earn points for each hour they work. In work release, however, they earn both points and money. Men eligible for the G.I. Bill or the Manpower Training

Development Act program also receive both money and points.

Work is assigned by the classification committee, comprised of the chief counselor, the educational supervisor, and a security officer. Some men attend Walker Technical School full time.

According to the department's 1974 Annual Report, 14 men in the work release program at Walker earned $39,830.10, out of which they paid $4,530.30 Federal income tax. The State was reimbursed $9,973.90 for upkeep.

Montgomery Correctional Institution

Montgomery Correctional Institution, which opened the same time as Walker, is similar in design and function. Built to house 186 inmates, Montgomery, like Walker, is a high-rise, air-conditioned, circular structure which affords windows to the outside, yet makes it easy to secure. Inmates are between 20 to 25 years of age.

There are two small dormitories, each with 26 men. The rest are housed in three dormitories with double-deck bunks which bring the institution's maximum capacity to 218.

Assignments are made by the classification committee which includes the deputy warden, a security officer, the school superintendent, and the two counselors. Each dormitory has a television set. Inmates are allowed to have their own radios, preferably with earphones.

After a short term, inmates can request a work assignment from the classification committee. Work assignments are divided into: kitchen, laundry, housekeeping, industry, school, clerical, common labor, barber, and patrol assignments. Inmates in this institution are not paid for their work. Although the inmate age range is from 19 to 25 years, the institution does not offer any vocational training. At the time of the investigation, work release programs were being planned for 40 inmates.

Chatham Correctional Institution

Chatham Correctional Institution, near Savannah, is a medium security facility. When the Georgia Advisory Committee members first visited the institution in March 1973, Warden Calvin Green had a glass-front cabinet hung on his office wall which contained items confiscated from inmates--handmade guns, rubber tubing, syringes, marijuana cigarettes,

to name a few. When the Georgia Advisory Committee members visited a second time in October 1973, the cabinet had been moved. When asked why the cabinet had been moved, the warden said that one of the inmates had come into his office and tried to remove an instrument from the cabinet and that he had had to beat the inmate with a "billy stick" to defend himself.

There are five dormitories. The lieutenant and the sergeant make the housing assignments. Inmates may wear their own shoes, pajamas, underclothing, socks, and have their own radios and photographs including pinups. Each dormitory houses 16 to 70 inmates. Inmates are secured in their dormitories from 11:00 p.m. until 5:30 a.m. Inmates may watch television later than 11:00 p.m. if there is a special program and if the warden gives permission.

At the time of the Advisory Committee's visit, nine inmates were on work detail at the airport that services Savannah. Three work details maintained the county roads. One detail had 18 men, one had 19 men, and the third had 14. Ten men worked in the laundry; 28 men worked in the kitchen. Twelve men were on work release for which they received not less than $2 per hour. Two men worked in the State

patrol building, one in the commissary, three in the shop school, and two were barbers. About 30 were assigned to the building maintenance staff. Fifteen were involved in vocational-technical school and each was given $20 a week, out of which they paid transportation and lunch expenses.

Work details are made by a lieutenant and a sergeant. A man must work for 6 months on a detail assigned to him when he comes in. After that time, he can request a job change. Men in work release programs work for the Georgia Pacific Company (where they learn to operate heavy, earth-moving equipment) and in service stations. At one point in the interview, the warden pointed out that one of the reasons he could not get blacks on his staff was because black men prefer to live on food stamps and welfare. He said, "Food stamps and welfare have ruined Savannah."[11]

Wayne Correctional Institution

Wayne Correctional Institution is in rural Jesup, a town known for its hot climate. Although Wayne has overcome the

11. Warden Calvin Green, interview at Chatham Correctional Institution, Savannah, Ga., Oct. 5, 1973.

climate by means of central air-conditioning, none of the areas occupied by the inmates has any windows. Unless assigned to maintain the front area, prisoners cannot tell day from night, winter from summer. Thus Wayne, offering not even visual contact with the outside world, totally isolates its inmates in a modern dungeon atmosphere.

Wayne is a fairly large structure. It has four dormitories. The correctional officer supervisor makes the housing assignments on the basis of availability. The inmates are allowed to have photographs of their families, personal grooming articles, as well as radios with earphones. There are about 45 men in each cell.

The ordinary building maintenance and kitchen details are the only types of work available in this institution. Inmates are not paid for the work they do. Work assignment requests are honored based on merit. There is no vocational training or work release program.

Colony Farm Correctional Institution

Georgia's elderly and infirm male inmates are incarcerated in the Colony Farm Correctional Institution near Hardwick.

This prison was established in 1972 to provide for approximately 185 men. The institution has 21 correctional officers in addition to the superintendent and his deputy, the business manager, medical technical assistant, correctional counselor, and recreation director.[12] The prison has no fences or gun towers.

Stone Mountain Correctional Institution

Prisoners at Stone Mountain Correctional Institution, a medium security facility near Atlanta, are engaged for the most part in maintaining Stone Mountain State Park and the grounds of the Governor's mansion. Stone Mountain is for short-term prisoners. Average length of stay is less than 16 months. However, felons are also kept at Stone Mountain: "lifers," drug and sex offenders, and murderers.

There are five dormitories, two house 56 men each, two trustee dormitories house approximately 15 men each, and a separate structure houses inmates who work on kitchen detail.

12. State of Georgia, Department of Offender Rehabilitation, Trend, Vol. 2, No. 1, p. 27.

Most work details involve construction and maintenance. Men are assigned to Stone Mountain Park to maintain the grounds and construct camp sites. They do not go out if it rains or if the temperature drops below 28 degrees. Others are assigned to the printing plant, automotive maintenance shop (to maintain some 75 vehicles), Governor's mansion to maintain grounds, State Patrol Headquarters (where they install radios and maintain grounds and vehicles), and to the State Forestry Commission.

Work assignments made by the treatment team are integrated with vocational training. The institution gives certificates in 15 different occupational categories.

Ten inmates were in work release programs at the time of the study.

Putnam Correctional Institution

Putnam Correctional Institution, built in 1955 just outside rural Eatonton in central Georgia, is typical of the outmoded small institutions. It is a single building with small offices in the front. Two dormitories with a 120-man

capacity are in the rear, divided by a dining area. Men sleep in narrow, double-decked, bunk beds. There are no solid doors in any area occupied by the inmates. In institutions with this kind of accommodations, the commodes are placed close to bunks which causes discomfort for bunk occupants as well as for inmates who have to use the commodes. Dormitory assignments are made by the warden and deputy warden on the basis of the inmate's sentence.

Inmates work on county and city roads and provide prison maintenance. Trustees are heavy equipment operators for the county and city. Nine men were on work release to Georgia Pacific Corporation. Details, assigned by the warden, sergeant, lieutenant, and the deputy warden, are determined by the inmate's sentence and his conduct. There is no vocational training. The sole activity, outside of television, is the meeting of Alcoholics Anonymous twice a week.

The 11 institutions described are representative of the 16 various types of minimum, medium, and maximum security facilities for adult prisoners in the Georgia penal system. (Lowndes, Lee, Ware, Georgia Training and Development Center, and Atlanta Advancement Center are not described

in this report).

In addition to the 16 adult prisons, Georgia's Department of Corrections now also incorporates four special centers: 2 work release, 1 pre-release, and 1 drug treatment.

Overflow to County

In October 1973 when data for this report was first gathered, one-fourth of the State prisoners were not housed in State institutions but in 43 county correctional facilities throughout Georgia. Prisoners sent to these county camps work on State and county roads. The State Board of Corrections sets living and working condition standards and pays the counties $3 a day for each prisoner's care. With advice and consent of the board, wardens are appointed by--and responsible to--county commissions. Prisoner populations of these units range from 11 to 332.

Ben Perry, public affairs director, WXIA-TV in Atlanta, urged the Georgia Advisory Committee to examine conditions in the county institutions at the public meeting. "County systems are still operating. . . like feudal lords. These are the domains of the so-called 'red necks' and they are lord and

master. Nobody can question or challenge what they do." (Transcript, Vol. Va, p. 12.)

Housing State prisoners in county jails is symptomatic of a problem in the penal system in Georgia: overcrowding of inadequate, antiquated State facilities, compounded by high rates of arrests, convictions, and prison sentences.

On October 7, 1975, the Atlanta Journal reported that State Corrections Commissioner Allen L. Ault had closed Georgia's State prisons to any increase in the total number of prisoners. Inmates will be received only as others are released. County correctional facilities were housing 492 prisoners at the time of his announcement.

Georgia still has the highest inmate population in the nation -- 214 inmates per 100,000 residents. Two new State prisonswere to be opened in 1975, a 300-bed facility for men and a new women's prison. Commissioner Ault said the freeze on new admissions will be effective until the new facilities open; county jails will continue to house the overflow.

An extensive article in the October 12, 1975, Atlanta Journal and Constitution dealt with the ramifications of

Ault's recent announcement. It reported that the Georgia Sheriff's Association was grumbling about the "unfairness" of Ault's decision. "Dr. Ault says he ain't got enough bed space. Well, hell's bells, we ain't got it either," a spokesman for the association said.

The Inmates

Former Commissioner Ellis MacDougall said at the Advisory Committee's informal hearing:

> I think there's a phenomenon happening in this Nation from LEAA (Law Enforcement Assistance Administration). It's a fact that we have put a lot of money in police. There are 300 more police officers in the streets of Atlanta than there were a few years ago. Police have better training, they are doing a better job. That's commendable. That's what we want. But since there are more arrests and the media gives attention to the arrests, the public has the attitude [that], crime has gone rampant. Consequently, judges, especially when they are elected, say: 'We have to do something about this. We have to put everybody in prison.'
>
> We haven't used diversionary tactics nor have we developed probational alternatives for judges to use. Nor have we the expertise in parole.
>
> We are faced now with more people in prison with longer terms. We have to look at the criminal justice system as one system, not three different systems: police, courts, and corrections.

> Unless we give a lot more attention to alternatives for sentencing, we can't win the battle of corrections. (Transcript, Vol. II, pp. 88-90.)

Commissioner MacDougall described the typical prisoner in Georgia: "26 years old, black, doing 4 years, 11 months for property crime, with a grade level of 5.8." He added that 93 percent have no saleable skills and over 3,000 are totally illiterate. (Transcript, Vol. II, p. 100.)

A nationwide testing of 90,000 inmates by the U.S. Department of Health, Education, and Welfare in 1968 revealed that approximately 10 percent of the nation's prison population was mentally retarded (IQ below 70). The figure for the South was 24 percent; for Georgia 27 percent.[13]

Pat Norton, on leave from the Georgia Department of Offender Rehabilitation, directs the Atlanta Association for Retarded Children's Project on mentally retarded persons who are in prison. In an interview in January 1974, Mr. Norton said, "Once the mentally retarded person is placed in the criminal justice process you can almost guarantee

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13. U.S. Department of Health, Education, and Welfare, The Mentally Retarded Offender, No. (HSM) 72-9039, p. 26.

he will go to prison and come back to prison. Prison is the last place a person who's retarded needs to go. He's the guy who's going to be abused. He's not going to profit from rehabilitative programs. It costs $36,000 to train a mentally retarded person to be a criminal." Mr. Norton based this figure on the cost of arrest, trial, conviction, and incarceration for a period of 3 years.

INMATE LABOR

The Georgia Advisory Committee was told that one cause of recidivism was that most of the work done by Georgia prisoners has little or, at best, very low marketability outside prison: agricultural labor, prison, and highway maintenance.

According to Board of Corrections regulations:

> All able-bodied inmates of sound mind, not enrolled in a full-time academic vocational, or other similar program, shall be required to perform constructive and productive work essential to the operation of an institution and the maintenance of public roads, public works or in such other manner as the State Board of Corrections may deem advisable.[14]

The rules further state that opportunities to learn trades or skills through on-the-job training "shall be afforded those inmates who need and request such, and who by their attitude, conduct, and work record are deserving."[15]

The chart on the following page shows how many inmates, as of January 1974, were assigned to various kinds of work, including those involved in full-or part-time vocational

14. Georgia Department of Corrections, Rules of the State Board of Corrections (August 1972 revised), p. 44.

15. Ibid.

WORK ASSIGNMENTS FOR GEORGIA PRISONERS, 1973

Prison	Agricultural Details	Correctional Industries	Institutional Maintenance	Park Details	Road Details	Details Away From Institution	Work Release	Assignment Made By
Georgia State Prison	316	320	1,626	0	0	0	0	Class. Comm.
Georgia Industrial	31	17	363	0	0	26	23	Class. Comm.
Diagnostic Center	0	0	82	0	0	1	0	Class. Comm.
Women's Prison	0	0	0	0	0	Laundry Kitchen 172	3	Class. Comm.
Montgomery	0	11	150	0	41	5	0	Class. Comm.
Walker	6	0	85	0	0	27	15	Class. Comm.
Chatham	0	4	74	0	81	15	0	Class. Comm.
Training Center	0	0	84	6	0	16		Class. Lt. of
Wayne	33	0	33	0	33	2	0	Shift Supervisor
Colony Farm	0	0	0	0	0	0	0	
Stone Mountain	0	8	46	60	3	15	10	Treatment Team
Lee	8	0	27	0	17	28	40	Counsel
Putnam	0	0	39	0	63	16	9	Warden Deputy Warden
Ware	2	8	16	0	65	16	10	Warden Deputy Warden
Lowndes	0	8	42	0	0	0	0	Treatment Team
Total	396	376	2,668	66	308	339	110	

training programs and work release. Various activities are covered under the category "details away from institution," ranging from service at the Governor's mansion to spraying pesticides for pine beetles.

Commissioner Ault said in the July interview that a substantial portion of the prison population simply cannot be assigned to more sophisticated tasks because of the lack of properly trained personnel to supervise them. In fact, he said, the limited number of guards keeps down the number of men given anything to do outside their cells.

HEALTH CARE SERVICES

Board of Corrections regulations require each institution to employ a licensed physician on a full- or part-time basis. Institutions are also required to maintain space, equipment, and supplies for a doctor's examination of inmates and for first-aid. According to the regulations, all inmates have the right to receive dental and optical treatment "including dentures and glasses, if required" without having to pay any portion of the expense.

Georgia law authorizes the Board of Corrections to "transfer mentally ill inmates from any institution operating under its authority to Central State Hospital for treatment." Inmates suspected of having severe mental problems are to be referred to a Board of Examining Physicians. This board is composed of a physician on the staff of Central State and a psychiatrist selected by the Commissioner of Corrections.

The regulations also require that any inmate who becomes ill or is injured be transferred from his assigned institution to the central medical facility at Reidsville, or to Eugene Talmadge Memorial Hospital in Valdosta, or to a local hospital.[16]

16. Rules of the State Board of Corrections, pp. 53-55.

Medical experts giving information at the informal hearing took issue with some aspects of the proposed minimum standards regarding medical care. Dr. Bernard Bridges, an internist, said that they were "worthy ambitions for the whole society." (Transcript, Vol. V, p. 16.) Dr. Herbert Eber, who designed the diagnostic system now used in Georgia, commented, "We don't do that well for health in a whole town. . . . We don't do that well in our best hospitals. . . . That's the overwhelming frustration I feel about this thing. That somehow we have to find standards that somehow can be at least approached as a beginning without in any way saying that these are not desirable standards." (Transcript, Vol. V, p. 26.) Dr. Lloyd Baccus, who was the State prison medical director from June 1972 to August 1973, urged the use of para-professionals. "You're not going to have the physicians; you're going to have to do something else. You don't need the physicians in all these places. . . ." He suggested centralization of speciality care in a facility near a major city, "so that doctors can get back and forth, and that they are there so you don't have a hiatus of care. One year you have a physician and one year you don't." (Transcript, Vol. V, p. 30.)

Commissioner MacDougall indicated at the informal hearing that he had tried to place additional medical personnel particularly medical doctors in several institutions, but that it was difficult to entice doctors to work in prisons. "Prisons are not a very nice place to work." He said pay was also a factor. He added, "I think in nearly every institution we have at least a technician on duty now." (Transcript, Vol. II, p. 86.)

As of October 1973 the prison system employed seven medical doctors and four dentists on a full-time basis. Five of the doctors were at the central medical facility at Reidsville. The other two were at the Diagnostic Center and Alto. Other State prisons have part-time medical doctors who come to the institutions once or twice a week. Only Putnam relies on an "on-call" physician. Two of the institutions, Georgia Rehabilitation Center for Women and Lowndes, have full-time licensed practical nurses (LPN). At the women's prison the LPN is full-time because she is an inmate. The others have full-time medical technical assistants (MTAs).

Although most felons receive initial physical examinations at the diagnostic center, routine physicals are also administered

at the other prisons. All men received at Alto are examined because some admittees have not been processed at the Diagnostic Center. Alto detains misdemeanants, and only felons are sent to the Diagnostic Center. Chatham, Ware, and Lowndes prisons give routine physicals when inmates are admitted.

Medical Services for Women

Women arrive at the women's prison without any medical records. They are given routine physicals by the doctor from Central State Hospital who comes for 1 hour a day, 5 days a week. During this hour he gives 10 to 12 physicals and tends to the daily sick call. The medical staff consists of the inmate nurse, a Cuban psychiatrist (with whom the prisoners said they had difficulty communicating) who visits the institution 2 hours a week, and a correctional officer who once worked in a drugstore. There is no routine gynecological examination for medical purposes, although women working outside the institution receive daily vaginal examinations for the purpose of detecting contraband. Pregnant women receive prenatal care. Babies are delivered at Central State Hospital, which is listed as the place of birth on the birth

certificate. There are no classes or information on birth control. Central State Hospital will not perform abortions. Women who request them are taken to Augusta or Atlanta, but all the women who wish to have abortions do not get them.[17]

Although State rules stipulate providing inmates with dentures, one inmate in the women's prison waited 2 years to have her front teeth replaced.[18] Wardens at other institutions indicated impatience with the State's provision of dental care.

Nutrition

All wardens indicated they followed the "State menu" which calls for a nutritionally balanced, varied diet for prisoners. Menus are to be rotated once every 14 weeks. The director of food service for the Georgia prison system said in an interview in January 1974 that by the end of the year the swine and beef herds at Reidsville would be able to provide the meat required by all the State institutions. The menu calls for meat twice each day except

17. LaVerne Ford, interview, Georgia Rehabilitation Center for Women, Hardwick, Ga., Sept. 25, 1973.

18. Ibid.

Sunday.

There were few complaints from inmates at any institutions about food. There was some complaint that pork was served too frequently.

DISCIPLINARY PROCEDURES

State rules specify that inmates must be "thoroughly informed and instructed in the rules and regulations governing their stay, conduct, privileges, and responsibilities at the institution." They further stipulate that punishment be handled by a disciplinary committee consisting of the chief correctional officer, another staff member, and a civilian staff member, "preferably from the treatment staff."[19]

Wardens at all the institutions except Putnam and Ware stated they had written rule books outlining rules of the institution. However, most inmates who were interviewed stated they had not received copies of the handbooks. Those who acknowledged receiving them said the handbooks were issued some years ago and they had not received updated versions. Copies of a new handbook were distributed to all inmates in the spring of 1975. New grievance procedures, which were developed as part of the court order in the Guthrie v. MacDougall suit, are included in the handbook. However, specific rule infractions are not contained in the

19. Rules of the State Board of Corrections, p. 37.

publication. Only Stone Mountain and Lowndes spell out specific penalties for infractions.

At all the institutions, disciplinary committees decide guilt and set punishment. These committees usually include the deputy warden, a correctional officer, and a member of the treatment staff, as suggested in the rules. All State institutions afford the inmate an appeal of the disciplinary committee's decision -- first to the warden, then to the Commissioner of Corrections.

Treatment in Isolation

Board of Corrections rules specify the dimensions of solitary confinement cells and state general regulations for treatment of prisoners housed in such cells. Inmates in solitary confinement are to receive one regular meal per day unless he or she continues to maintain "a negative or deviant attitude." Such behavior may result in the inmate's being placed on a restricted diet consisting of bread three times a day and one regular meal every 3 days. According to the rules, an inmate on a regular isolation regimen must be examined by a doctor every 3 days. If the inmate is on a

restricted diet as punishment, he or she is supposed to be examined by a doctor daily.[20]

Doctors who testified at the open meeting expressed doubts about having every inmate in solitary confinement examined by a physician every 24 hours. Dr. Lloyd Baccus said, "Although it is on paper, it does not mean it has done anything for the individual. Maybe the visitation is made but the examination cannot be performed adequately in that environment." (Transcript, Vol. V, p. 24.) He added that the inherent objective of protecting the inmate from abuse while in solitary would not be realized by daily physician's checks: "I'm suggesting that you wouldn't necessarily get that protection from a physician who was hired by the warden either. There's a close relationship often between the physician and the warden and the degree of objectivity is not always there." (Transcript, Vol. V, p. 33.)

Limits on Solitary

State regulations say that the maximum length of time an individual can be detained in solitary confinement is 14 days. When questioned about that State regulation,

20. Ibid., p. 40.

wardens at all institutions indicated that they adhered to the statute. At Chatham, however, where inmates had expressed profound dread of this punishment, the warden had to consult the rule book before responding to the question.

At institutions with full-time doctors, inmates in solitary confinement at the Diagnostic Center are checked every hour during the day and every half hour at night. Most of the other institutions provide a daily check by the medical technical assistant; at Lee and Putnam the medical technical assistant checks are made every 2 days. Only Lowndes has no medical check at all. Most of the institutions do not permit inmates to leave their isolation cells for exercise.

At institutions where inmates are housed in individual cells on a daily basis, isolation cells have the same furnishings as the regular cells. At those institutions with multiple-occupant cells or dormitories, the usual isolation cell furnishings are a mattress, a toilet, and a basin. Most institutions permit inmates in solitary to wear regular prison clothing. Lowndes permits only underclothing.

Since visitors and letters are regarded as privileges,

inmates in solitary forfeit them as well as visits to the the library and the commissary. Lee Correctional Institution allows a man in solitary to visit with his wife and mother.

Chatham, Lee, Putnam, Ware, Lowndes, and the Training Center allow a Bible as the sole reading materials in solitary cells. All others permit legal papers as well as the Bible.

Most institutions allow inmates in solitary to bathe twice a week. Chatham does not permit men in solitary to bathe at all.

At Reidsville, Walker, Lowndes, and the women's prison, inmates in solitary receive three regular meals a day. Montgomery, Chatham, Putnam, and Ware serve one regular meal a day; the rest usually serve one meal a day, but for sterner punishment use the State rule calling for one meal every 3 days with only bread and water in between.

LEGAL SERVICES

Board of Corrections regulations stipulate that inmates are to be allowed to prepare legal materials (writs). Inmates may do so themselves, with assistance from attorneys, or with the aid of another inmate.[21]

All State institutions rely on the legal services of the University of Georgia at Athens Prisoners' Legal Counseling Project, which is based at the Diagnostic Center. Established with funds made available by the University of Minnesota from a Law Enforcement Assistance Administration grant, the project is not connected with the prison system. Inmates who cannot afford to pay attorney fees are eligible to receive its services.

None of the institutions have law libraries *per se* and few even have legal references. In the regular libraries at Walker and Stone Mountain, there is a small number of law-books. There was a rather comprehensive collection of legal materials at Reidsville when members of the Georgia Advisory Committee visited the institution in March 1973.

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21. Rules of the State Board of Corrections, pp. 26-27.

However, when they returned in October, the books had been removed because -- according to an assistant to the warden -- inmates tore pages from the books or kept them in their living quarters.

Most of the institutions permit "jailhouse lawyers" (inmates who help others prepare legal papers). At Montgomery and Wayne they are permitted to prepare and type writs for other inmates, but at a few of the smaller facilities, notably Putnam and Chatham, wardens indicated a distaste for them. The warden at Putnam said he would try to have anyone who acted as a "jailhouse lawyer" transferred to another institution.

In most instances inmates who want legal materials prepared depend on the prisoners' legal counseling project, which has a staff of three attorneys and two law students.

EDUCATION

The Department of Corrections operates several rehabilitation programs. Funds and personnel to expand the programs are limited. The basic philosophy of the department appears to give priority to institutional work details as the prime inmate activity rather than encourage vocational education.

Board of Corrections rules charge all wardens with the responsibility of seeking guidance from local school systems in developing educational programs in their institutions. The rules further state that all institutions provide facilities and materials for educational programs and that inmates who "function below grade 8.0 educationally, on a formalized test, must be permitted, encouraged, and motivated to attend academic training 6 hours a week to achieve a minimum of an 8th grade educational level."[22]

According to the 1973 Annual Report, the Department of Corrections has available at each institution basic educational development programs through the 12th grade level.

22. Ibid., pp. 71-72.

The rules stipulate that vocational training shall be under the direct supervision of the Board of Corrections.[23]

All State institutions (except Ware) offer remedial and adult basic courses and high school preparatory studies for the general equivalency diploma examination. According to Department of Offender Rehabilitation figures, approximately 1,230 inmates in State prisons were enrolled in academic courses in fiscal 1974.

Although all institutions are obligated to work with local school systems in developing educational opportunities, only Alto has a State Board of Education-operated educational program -- a fully accredited high school offering the same courses as a public school. Alto also has the highest enrollment in educational and vocational programs below the college level.

As of June 1974, 467 Alto inmates were involved in the adult basic education program. Twenty students received high school diplomas during the year. A total of 362 prisoners in State institutions passed the general education

23. Ibid., pp. 71-72.

equivalency test in 1974.

The State Department of Labor, using funds provided by the Federal Manpower Training Act, operates the training program at the Buford Training Center.

The State Department of Vocational Rehabilitation operates the vocational training program at Alto. According to Donald Parks, assistant supervisor, the program reaches "754 out of a population of approximately 1,000. . . . We have one psychiatrist. And that is mainly our staff." (Transcript, Vol. III, pp. 54-55.) Throughout the system there are 750 vocational training positions available to inmates -- most are used for youthful offenders at the Alto Georgia Industrial Institute and the Buford Georgia Training and Development Center. More than 180 inmates availed themselves of college level courses provided in several institutions in 1974. A limited number of prisoners participate in educational release programs, i.e., inmates leave their respective prisons and go to the college where the courses are offered. Tuition is paid by inmates' families and the Veterans' Administration. In a few instances, it is funded through the State's Vocational Rehabilitation.

RECREATION

Board of Corrections rules require all institutions to maintain a recreation program "under discrete observation and supervision of a civilian recreational specialist or correctional officer." They further state that "appropriate outdoor and indoor equipment to make the recreation program interesting, challenging, and rewarding" shall be provided.

Regulations permit games such as football, baseball, basketball, horseshoes, ping-pong, billiards, badminton, checkers, etc. Movies may be shown at institutions "if carefully selected and of wholesome quality,"[24] a severe limitation in light of the fact that few "G" (general-audience) films are produced.

Vendya Burkes, recreation director at the women's prison for the past 3 years, told the Georgia Advisory Committee that she recently got a movie budget "out of the store account." The institution had been getting "free movies from the Central State Hospital -- Hopalong Cassidy, Donald Duck, what have you -- they were just free." (Transcript, Vol. IV, p. 20.) Ms. Burkes said that

24. Rules of the State Board of Corrections, pp. 73-74.

although there was space for softball (a team from the prison played in the Milledgeville city league) and volleyball, "right now we aren't going out at all simply because we do not have adequate staff. . . . I used to take 25 inmates at a time sometimes 50, sometimes 75. . . I never thought of the hassle, if something would happen I would have no help. So I was told that I would have to have correctional officers with me. Don't have staff." (Transcript, Vol. IV, p. 19.)

Dr. James Ricketts, now superintendent at the Diagnostic and Classification Center, designed the recreation program for the penal system. Facilities vary from institution to institution, but it may be said that in recreational programs as in other areas, the best are at the new, smaller institutions. The Diagnostic Center is the exception. Although a large institution, it has the most comprehensive recreational program in the system. The poorest programs are in the small, work-camp type institutions -- Putnam, Lowndes, Lee, Ware -- and the women's prison.

Board regulations charge wardens with the responsibility of providing "a reasonable amount of current reading matter," and suggested that each institution's library might be

supplemented by books from the State Department of Education's bookmobile and local libraries.

LIBRARY FACILITIES

At the open meeting a white man who had been released from Reidsville in 1971 told the Georgia Advisory Committee that when he first arrived there the library was made up "entirely of old school books, quite a few of them in foreign languages. A number of the guards couldn't even read or write." When new books arrived, they were censored:

> They got in a lot of books through a grant and they stayed in the warehouse for two years. Brand new books, while the chaplains could go through and weed out what they didn't want. . . . This was their territory. And anything that had to do with race or black culture was cut out. Anything having to do with, vaguely, with religion that didn't follow their thinking -- they were Southern Baptists. . . white. (Transcript, Vol. VI, p. 24.)

Another former Reidsville inmate, a black man released in 1970 who is now teaching in the Atlanta public school system, said that in 1968 he had been on a committee to select books. He explained the task and its results:

> We went throughout the institution, black and white, and found the preferred material from the inmates, what they would like. Playboy magazine, all the way up to the Muhammet paper -- Muslims. . . This was given to the chaplain. About a year after that, the new library opened for black and white. We saw none of the books that had been requested, none. (Transcript, Vol. VI, p. 25.)

At most of the other institutions the warden participates in

the selection of books for the library. Only at Chatham do inmates have a voice in book selection. Libraries at all the institutions are stocked primarily from donations and annual "book fairs" in metropolitan areas. Several wardens and one teacher attended the fall book fair in Atlanta and bought hundreds of books. One teacher at the women's prison said that in the fall of 1973 her institution received 1,800 books from a "book benefit" in Atlanta. At the time of the visit by members of the Georgia Advisory Committee, inmates were painting a large room to be used as a library.

There is no librarian to supervise a system-wide program. A Federal grant would have provided one at State merit grade level 19, but the State Merit System refused to allow the Department of Offender Rehabilitation to hire anyone for that job at that grade level, so the grant fell through. Merit System officials' reason for rejecting the proposal was that there were not enough libraries in the system for a grade level 19 librarian to supervise.

INMATE ORGANIZATIONS AND ACTIVITIES

Commissioner MacDougall, in an interview in late September 1973, was skeptical of the value of inmate councils. The possibility of certain strong inmates gaining too much control over the whole inmate population was a concern. Dr. Ricketts, director of the Diagnostic Center, indicated the same concern but said he planned to initiate a type of inmate council at the Diagnostic Center which would feature frequent rotation of leadership. At Walker small groups of inmates meet weekly with counselors to discuss their problems. None of the other institutions have any kind of inmate organization.

Only Reidsville, Alto, and the Diagnostic Center have newspapers. Dr. Ricketts indicated that while copy was subject to administrative approval, "just about anything" could be printed. Alto's newspaper The Beacon appears to have the same policy: the August 1973 issue carried a Joan Baez song which ended with the lines:

> We're gonna raze,
> Raze the prisons to the ground.
> Help us raze,
> Raze the prisons to the ground.

FINDINGS AND RECOMMENDATIONS

Finding 1:

The Advisory Committee finds that although 60 percent of all male inmates and more than 65 percent of all female inmates are black, only 16 percent of correctional officers and counselors are black. Further, the total staff assigned is inadequate to provide proper supervision for meaningful work and rehabilitation activities.

Recommendation:

The Georgia Advisory Committee recommends that the Department of Corrections affirmatively recruit and employ blacks proportionate to the percent of black inmates. The Advisory Committee further recommends that adequate staff be hired to provide proper supervision for meaningful work and rehabilitative activities.

Finding 2:

The Georgia Advisory Committee finds that most of the adult prisoners in the State penal system are kept in accommodations that are dehumanizing:

Most of the institutions house more inmates than the facilities were constructed to hold.

Over 25 percent are housed in county work camps.

Recommendations:

The Georgia Advisory Committee recommends that the State Department of Offender Rehabilitation replace the dormitory-type accommodations by more appropriate housing facilities.

The Advisory Committee recommends that State prisoners be removed from county work camps and housed in accommodations where the State can assume its proper supervisory responsibilities.

Finding 3:

The Georgia Advisory Committee finds that except at the largest institutions -- Reidsville and Alto -- inmates are not afforded opportunities to learn marketable skills or trades. Most inmates are assigned to agricultural labor and institutional and road maintenance.

The Advisory Committee finds that the most productive and economical activity has been the work release program. Currently, only 10 percent of Georgia's inmates are participating.

Recommendation:

The Advisory Committee recommends that the Department of Corrections provide opportunities for inmates to learn marketable skills or trades to prepare them for gainful employment after release from prison. The Advisory Committee further recommends that the department enlist the aid of private industry and business to ensure more meaningful work opportunities for inmates for which they can receive pay.

It is further recommended that prison industries be expanded to ensure that all inmates are given the opportunity to be gainfully employed. The Advisory Committee recommends that the Department of Corrections provide more work release centers in or near major cities for male and female inmates.

Finding 4:

The Advisory Committee finds that the medical services are inadequate. Only three institutions have full-time doctors or dentists. No full-time psychiatrist is employed.

Recommendation:

The Georgia Advisory Committee recommends that the Department of Corrections provide a central location for specialized medical services. It is further recommended that more medical doctors be employed on a full time basis. Particular attention needs to be given to the women's institution, where there is no full-time gynecologist or other medical doctor.

The Advisory Committee recommends that some inmates at all institutions be given training as paramedics so that they can serve their fellow prisoners while acquiring practical skills for employment after release.

Finding 5:

The Advisory Committee finds that there are no consistent rules regarding specific penalties for specific rule infractions. Disciplinary practices are left to the discretion of each warden.

Recommendation:

The Advisory Committee recommends that the Department of Corrections formulate and publish a handbook of standard rules regarding infractions and penalties to be furnished to inmates upon their entry to prison. The Department of Corrections should design a monitoring system to assure that wardens at each institution adhere to these state-wide rules for prisoner discipline.

Finding 6:

The Georgia Advisory Committee finds that the legal services provided are inadequate. The State assumes no responsibility for the provision of legal counsel after the inmates have been sentenced by the courts. Lawbooks are not available at most institutions.

Recommendation:

The Georgia Advisory Committee recommends that the General Assembly make available funds to provide legal services to indigent inmates.

Finding 7:

The Advisory Committee finds that academic training is not encouraged. Education is treated as a special reward. Punitive prison work takes priority.

Recommendation:

The Georgia Advisory Committee recommends that the Department of Corrections and State-supported educational institutions make available to inmates opportunities for academic training at least through the completion of high school. It is further recommended that education be regarded as a right, not a privilege.

Finding 8:

The Advisory Committee finds that recreational programs are inadequate at most institutions.

Recommendation:

The Advisory Committee recommends that the Department of Corrections actively recruit and employ a full-time recreation director for each institution, and that subsequently the

recreation staffs be increased to accommodate the respective inmate populations. The Advisory Committee further recommends that a detailed recreation program be designed to meet the needs of the inmates.